

Message Text

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TO ALL DIPLOMATIC POSTS

C O N F I D E N T I A L STATE 148782

FOR AMBASSADOR FROM ACTING SECRETARY

E.O. 11652: GDS

TAGS: PFOR, PORG, APER

SUBJECT: ORGANIZING FOR MULTILATERAL DIPLOMACY

REF: 75 STATE 303856

1. THE PRESIDENT'S MARCH 17TH ADDRESS AT THE UNITED NATIONS HAS PUBLICLY CONFIRMED THE HIGH PRIORITY WE ATTACH TO AMERICAN PARTICIPATION IN MULTILATERAL MEETINGS AND ORGANIZATIONS. WE HAVE NOTED REPORTS FROM MANY POSTS INDICATING THE HIGH PRIORITY THAT OTHER COUNTRIES GIVE TO MULTILATERAL DIPLOMACY IN THEIR CONDUCT OF FOREIGN AFFAIRS. INDEED, IN MANY COUNTRIES THE UN IS THEIR MAIN VEHICLE FOR PARTICIPATION IN THE INTERNATIONAL SYSTEM. THUS, WE CAN EXPECT THAT
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A GROWING NUMBER OF GLOBAL ISSUES WILL BE DISCUSSED IN MULTILATERAL FORUMS. WE MUST BE PREPARED TO PURSUE OUR FOREIGN POLICY OBJECTIVES IN SUCH SETTINGS BY STRENGTHENING THE TEAMWORK ALREADY ESTABLISHED BETWEEN THE DEPARTMENT AND POSTS.

2. THE MULTILATERAL AFFAIRS COORDINATION PROGRAM BEGUN IN

1975 BY IO HAS ACHIEVED SIGNIFICANT RESULTS. THE PROGRAM DESERVES CREDIT FOR THE ABSENCE OF THE KOREAN AND PUERTO RICAN ISSUES FROM LAST YEAR'S UN GENERAL ASSEMBLY DEBATE. IT ALSO CONTRIBUTED SUBSTANTIALLY TO THE SUCCESS OF SEVERAL

OF OUR POSITIONS IN UNESCO AND THE UNITED NATIONS DEVELOPMENT PROGRAM (UNDP). YOUR EFFECTIVE DIPLOMACY AND CLOSE COLLABORATION WITH THE DEPARTMENT WERE A MAJOR REASON FOR THIS ACHIEVEMENT. RECOGNIZING THE IMPORTANCE OF THIS PARTICULAR ASPECT OF OUR DIPLOMACY, I SEEK YOUR CONTINUED SUPPORT AS WE MAINTAIN AND EXPAND THE MULTILATERAL AFFAIRS EFFORT.

3. THOSE POLITICAL ISSUES WHICH FORMED THE BASIS OF OUR 1975-76 PROGRAM REMAIN OF CONCERN. MEANWHILE, THERE HAS BEEN A GROWING EMPHASIS IN INTERNATIONAL FORUMS ON ECONOMIC AND SOCIAL ISSUES. WE HAVE IDENTIFIED THE FOLLOWING AS ADDITIONAL KEY ISSUES OF MULTILATERAL IMPORTANCE:

-- NORTH/SOUTH ECONOMIC ISSUES. THE PRINCIPAL COMPONENTS OF THIS DIALOGUE (ECONOMIC AID, COMMODITIES, DEBT RESCHEDULING, RESOURCE AND TECHNOLOGY TRANSFER, AND MULTINATIONAL CORPORATIONS) WILL BE DISCUSSED IN A SERIES OF FORTHCOMING MEETINGS.

-- HUMAN RIGHTS. THE ADMINISTRATION HAS ESTABLISHED THE
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OUTLINES FOR A SERIES OF HUMAN RIGHTS INITIATIVES IN SPEECHES MADE BY THE PRESIDENT, THE SECRETARY, AND AMBASSADOR YOUNG. WE HAVE MADE SOME SPECIFIC PROPOSALS, INVOLVING THE UN HUMAN RIGHTS COMMISSION, AND HAVE STRESSED THE NEED TO CONSIDER ECONOMIC AND SOCIAL RIGHTS AS WELL AS TRADITIONAL POLITICAL RIGHTS IN OUR DIALOGUE WITH COUNTRIES. CONSISTENT WITH OUR INTEREST IN HUMAN RIGHTS GENERALLY, WE HAVE ANNOUNCED A NEW POLICY ON SOUTHERN AFRICA AND HAVE MADE CLEAR OUR SUPPORT FOR MAJORITY RULE THROUGHOUT THAT PART OF THE CONTINENT. THESE INITIATIVES HAVE BEEN RECEIVED WITH MISGIVINGS AND SUSPICION IN CERTAIN QUARTERS AND WITH INTEREST AND SUPPORT IN OTHERS. THE PROCESS OF FURTHERING THESE INITIATIVES MULTILATERALLY WILL REQUIRE A LENGTHY COORDINATED EFFORT.

-- UN BUDGET CONTROL. UN BUDGETS REQUIRE MORE SYSTEMATIC ANALYSIS AND MANAGEMENT THAN THEY HAVE RECEIVED SO FAR. CONGRESS AND THE AMERICAN PEOPLE HAVE EXPRESSED GROWING CONCERN OVER THE CONSTANT INCREASES IN THE LEVEL OF THE UN BUDGET. AT A MEETING THIS SPRING IN GENEVA ATTENDED BY THE MAJOR DONORS TO THE UN, CONSIDERATION WAS GIVEN TO A PROPOSAL CALLING FOR A BUDGET PAUSE FOR 1980-81 IN ORDER

TO ASSESS THE PROGRAM AND ACTIVITIES OF THE UN SYSTEM.
A SUSTAINED EFFORT WILL BE NECESSARY, HOWEVER, IF THE
INERTIA AND RESISTANCE OF VESTED INTERESTS ARE TO BE
OVERCOME.

-- UN STRUCTURAL ISSUES. THE UN SYSTEM IS IN NEED OF CON-

SOLIDATION AND RESTRUCTURING. FAILURE TO MAKE PROGRESS IN
THIS AREA HAS BEGUN TO UNDERMINE CONGRESSIONAL SUPPORT FOR
US PARTICIPATION IN INTERNATIONAL ORGANIZATIONS. ON THIS
ISSUE, OUR OBJECTIVES AND THOSE OF THE DEVELOPING COUNTRIES
SEEM TO CONFLICT. WHILE WE SEEK MANAGERIAL REFORMS WHICH
DO NOT DISTURB THE INTERNATIONAL BALANCE OF POWER, THEY
PREFER REFORMS WHICH WOULD INCREASE THEIR DEGREE OF CONTROL
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OVER THE SYSTEM. CLEARLY WE NEED TO FIND A SATISFACTORY
MIDDLE GROUND ON THIS ISSUE BY DISCUSSING OUR POSITION WITH
THIRD WORLD COUNTRIES.

-- UN SPECIALIZED AGENCY ISSUES. IN RECENT YEARS, WE HAVE
WITNESSED THE POLITICIZATION OF THE SPECIALIZED AGENCIES
IN A MANNER WHICH OFTEN TENDS TO HAMPER THE AGENCY'S EFFEC-
TIVENESS AND CALLS INTO QUESTION CONTINUED US PARTICIPATION.
WHILE THIS IS A LIMITED BY WORRISOME PHENOMENON, WE FACE
IT MOST ACUTELY IN ILO AND UNESCO. OUR CHIEF CONCERN IS
THAT THE WORK OF THE TECHNICAL AGENCIES NOT BE DISRUPTED BY
CONTENTIOUS POLITICAL ISSUES. RECENTLY, WE HAVE FOUND THAT
AN INCREASING NUMBER OF STATES SUPPORT OUR POSITION. THUS,
WE BELIEVE A MULTILATERAL INITIATIVE OFFERS PROMISE IN
TERMS OF HANDLING THIS PROBLEM.

4. WE HAVE REQUESTED THE ASSISTANT SECRETARIES TO REVIEW
AND STRENGTHEN THEIR BUREAU'S SUPPORT FOR MULTILATERAL
DIPLOMACY. IN PARTICULAR, WE HAVE ASKED IO TO ENSURE
THROUGH ITS COORDINATION IN THE DEPARTMENT THAT YOU HAVE
THE NECESSARY ORGANIZATIONAL SUPPORT AS WE CALL UPON YOU
TO ADDRESS THESE ISSUES IN YOUR BILATERAL MEETINGS WITH
YOUR HOST GOVERNMENTS. SIMILARLY, WE ASK THAT YOU REVIEW
YOUR OWN ORGANIZATIONAL ARRANGEMENTS FOR HANDLING AND RE-
PORTING ON MULTILATERAL QUESTIONS.

5. WE FULLY RECOGNIZE THAT YOU CAN ONLY BE EFFECTIVE IN
YOUR REPRESENTATIONS AND DISCUSSIONS WHEN YOU ARE GIVEN
ADEQUATE LEAD TIME, SUFFICIENT INFORMATION, AND THE SUB-
STANCE OF OUR POSITIONS ON PARTICULAR ISSUES. WE HAVE
CALLED THIS TO THE ATTENTION OF THE ASSISTANT SECRETARIES
AND HAVE ASKED IO TO ENSURE THAT THIS OCCURS IN EVERY
POSSIBLE CASE.

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6. GIVEN THE IMPORTANCE OF MULTILATERAL DIPLOMACY TO OUR FOREIGN POLICY OBJECTIVES, THE DEPARTMENT WOULD WELCOME YOUR COMMENTS ON THE OBJECTIVES OUTLINED IN THIS MESSAGE, THE STEPS WHICH WE MIGHT TAKE TO ACHIEVE THEM, AND THE PARTICULAR CIRCUMSTANCES YOU AND YOUR STAFF BELIEVE SHOULD BE TAKEN INTO ACCOUNT WITH RESPECT TO YOUR OWN HOST GOVERNMENT AS THE DEPARTMENT BEGINS PREPARATION OF BACKGROUND AND INSTRUCTION CABLES.
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